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20 June 1962

MEMORANDUM FOR: Chairman, CRAG

SUBJECT: Report and Recommendations of ICG
Working Group

1. The Intelligence Collection Guidance Working Group was established by CRAG Memo. No. 3/3-61, dated 29 December 1961, for the purpose of drafting a collection guidance policy and program, which, when approved, would provide adequate guidance to collectors upon whom the Agency levies requirements. [REDACTED], OSI, was appointed Chairman of the Working Group, the other members being:

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Recommendations are contained in paragraph 7.

2. The first meeting, 19 January 1962, was addressed to the following objectives:

- a. Determine what guidance is being received and how adequate from (1) CIA, (2) Other?
- b. What guidance are CIA offices providing?
- c. Who uses it?
- d. What results are being obtained?

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e. Is there any duplication:

(1) Within CIA?

(2) Within USIB?

f. What more do collectors wish in the way of guidance?

g. What forms of guidance do consumers feel collectors should be prepared to absorb and use?

3. The second meeting, 31 January 1962, was primarily concerned with an exhaustive review of Contact Division/OC, Field Office comments on guidance and a round-up of DD/P opinions on the same subject. A paper prepared by the OCR Member incorporating the ACSI/DA views on collection guidance instruments was presented and discussed.

4. At the third meeting, 14 February 1962, studies made by OCR and OSI on the subjects of "duplication" and "format" were discussed.

5. At the fourth meeting, 12 March 1962, the working papers, A Definition for Collection Guidance Terminology and Accountability prepared by ORR and the Chairman, ICGWG, respectively, were discussed. The question of whether "guidance" should be accounted for by collectors along the same lines as other requirements was considered.

6. In essence, the four meetings considered and in general agreed as follows:

a. Definition of the term "Collection Guidance"

All forms of support to collection were considered as a starting point, from oral briefings and debriefings to the preparation of substantive studies, manuals, and handbooks, and the writing of requirements. Oral briefings and debriefings and ad hoc requirements were eliminated from present consideration since they are largely spontaneous items,

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responding to random short-term needs, and as such neither require nor are well suited to the programming type of control. The remaining forms, including all substantive studies, manuals, handbooks, personality studies, general and guide requirements, items that normally are produced on a repeating schedule in support of continuing collection problems, were identified by the Working Group as falling within its terms of reference. (See Attachment A for "A Definition for Collection Guidance Terminology")

b. Identification of types of "Guidance"

From the start, discussion of collection guidance made repeated reference to "handbook", "guidance requirement", "manual", etc. and whereas the use of each term was rational the difference of interpretation posed a problem. The terminology spelled out in the ORR working paper should be used as a starting point for further discussion of term definition.

c. Collectors use of guidance

Although several of the ICGWG members are fairly well acquainted with the ability and willingness of other collectors to use CIA guidance, the Group concentrated on CIA collectors. It was found that CIA collectors, principally DD/P and the Contact Division, were generally satisfied with the guidance received although methods of using it vary widely. DD/P is rightly critical of duplication but as will be seen in D, below, this may be solved easily within CIA. It will be between CIA and DIA that the problems remains. The Periodic Reporting List (PRL) and the Country Handbooks precipitated much discussion. Modifications of the PRL are now being considered by OCI in an effort to simplify its production and to increase its utility. The use of the PRL by State is also being studied. The OCI Country Handbook is desired by CIA collectors but it is expensive

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and its continuance should be considered in the broader context of all USIB collectors. This also applies to some of the more specific purpose "manuals" and "handbooks" as opposed to the general types of guidance designed to fill sizeable intelligence gaps.

d. Producers' views on guidance

OCI and ORR consider that the PRL's bring results and would vote for increased use (e.g., State not limited to economic) rather than diminished production. OBI and OCI would refer the Country Handbook question to a different forum for further study. ORR and OSI feel that most of the "manual" and "handbook" type of guidance can be produced by the DIA. ORR and OSI consider the small percentage of its collection guidance documents which duplicate each other can be welded into a single Guide.

e. Views on accountability*

In general it is recognized that accountability has its merits and its drawbacks. Producer offices like to know which collectors have their guidance and how seriously it is being worked on but they do not wish to be flooded with reports that have been developed spontaneously and subsequently made "responsive" to a guidance paper. To this others can argue that without such treatment a report may not get in to the hands of the interested analyst. Fundamentally it is necessary for the producer to persuade the collector of the PNIO related importance of the gap for which he writes guidance and on the other hand, for the collector to use such guidance for long term collection planning and source development rather than to meet a need when a target of opportunity presents itself. ICGWG anticipates that questions on appropriate tasking of collection facilities and general scrutiny of the ability of collectors to meet priority intelligence objectives will be matters for the CIA Requirement Committee to consider.

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*In the opinion of the DDP representative, the group advanced discussion on accountability only to the point that it agreed in principle that ad-hoc requirements are accountable but that guidance documents are not accountable.

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7. After the fifth meeting, 25 May 1962, the ICGWG recommends that:

a. Where two or more offices have publications of similar content and objective they be combined in one publication. (This can now be done with the ORR gaps in information and the OSI General Requirement - See Attachment B for definition.

b. The publications listed and defined in Attachment B be recognized as constituting a CIA Collection Publication Series, to be identified by a distinctive numbering system. (NOTE: A common name for the ORR "Gaps" and the OSI "General Requirements" will have to be decided on)

c. Future issues of publications in the Collection Publications series be formally programmed in the annual Production Program of the producing office.

d. No attempt be made to establish a CIA format or instructions for the "manual" type of guide which contains general instructions to collectors. Such guidance will normally be composed, as needed, by such collection agencies as DD/P, PBID, and CD, to suit the individual capabilities of each.

e. Consideration of any common format for the type of specific guidance that heretofore has been published on; electronics, missiles, etc., be postponed until it can be worked out with DIA.

f. The reactivation of the "Country Handbook" be studied jointly with State and DIA. It is an expensive project and although extremely well thought of it is possible that either; (1) an accelerated program for Chapter I of NIS; or (2) some sharing of the load, could reduce the cost.

g. The review of the PRL now under way be continued. It appears desirable that the PRL be continued as a smaller, "current" guidance document, with other guidance media being used for the expression of the longer range guidance which the PRL now contains. State has mentioned the possibility of including the long range guidance in the Foreign Affairs Manual.

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h. The definitions of Collection guidance terminology listed in Attachment A be adopted temporarily as Agency terminology for the purpose of approaching talks with DIA with a common terminology.

i. Publications in the Collection Guidance Series be considered as non-accountable for collectors and that collectors not be held responsible for taking action in direct response to any such publication, provided that the CIA Requirements Committee or eventually a USIB committee, be responsible for effective collection coordination.

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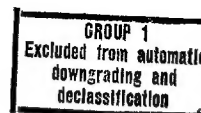
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1 June 1962

ATTACHMENT A**SUBJECT: A Definition for Collection Guidance Terminology**

A collection guidance program has as its common denominator the information need, developed from production or research tasks. Many of these needs will be filled from local repositories and many will be answered by the routine flow of information from various collection means. A significant body of information needs will not be routinely available, however, and guidance to collection agencies is advisable.

Collection guidance takes several distinct forms: manuals, handbooks, guides, requirements, operational support, briefings and evaluations. These forms have in common a relationship to the information need. They should have a distinct individual purpose related in a specified way to the information need, and should have a specified relationship with the other forms of collection guidance. The definitions following indicate the function of each form, its relationship to the information need and to the other forms of the collection guidance program.

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Manual: A compendium prepared by a collector to provide its headquarters and field components with specific procedures for collecting and reporting information.

Handbook: Studies prepared to provide general and/or specific substantive education for research and collection components on subjects or areas related to the information need or research task. The Handbook is directed principally to presenting necessary background information, but can when appropriate include general statements of information needs. Handbook include such studies as: Office and Program mission and function statements, Air Force Guidance Manuals, Army Intelligence Collection Guides series and ACBI ICGs), Factory Markings Manuals, Recognition manuals, OCI Country Handbooks.

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Guide: A document prepared to provide collection agencies with a statement of interest on basic and continuing intelligence information needs of a consuming organization. A guide may review the research task and total information need, but normally will be limited to those information elements on which collection is needed. A guide is used by the collection agency at headquarters and in the field for general collection planning and for exploiting developing sources of information. A guide may be structured in a number of ways, which affects their use by the collection agency (the examples given in footnotes are related to the general function of the series; often the examples are not pure in their relation to the defined form):

- statement of comprehensive needs*
- statement of priority needs**
- statement of current needs***
- statement of area needs****
- statement of guidance for a specific collector or type*****

* e.g., Defense Intelligence Requirements Manual/DIRM, Department of Army Long Range Intelligence Requirement/DALRIR, Navy Intelligence Requirement Memorandum/NIRM, and Navy Intelligence Requirement Periodic Summary/NIRPS

** e.g., OSI General Requirement, ORR Gaps in Information and certain Intelligence Collection Guides, DIA Priority Intelligence Collection Requirement/PICR, Priority Air Intelligence Requirements/PAIR

*** e.g., OCI Periodic Reporting List/PRL, Current Air Intelligence Requirements/CLAR

**** e.g., ORR Country Handbooks and Priority Area Needs, OCI Periodic Reporting List/PRL, Current Air Intelligence Requirements/CAIR

***** e.g., IPC List, COMINT Requirements List, CERP Country Books,

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Requirement: A request from a consuming organization to a collection organization(s) to undertake a positive action to procure information or material. A requirement should be tailored to various collection means, and should be issued only to emphasize important information needs. A requirement may be issued to initiate a specific collection action or in response to a particular collection opportunity (specific or ad hoc), or to control a continuing collection program (e.g., Sovmat Requirements Guide, Travel Folder Program General Requirements and Briefs).

Operational Support: Studies prepared as an adjunct to a requirement directive or to specified portions of a guide to provide tailored support for collection planning, and action against specific targets (e.g., certain ORR Intelligence Collection Guides, OSI, SICA, SIRA, and SITAR, Air Force Collection Operations Facility Folder/COFF, Collection Operations Facility Chart/COFC, Collection Operations Folder for Attaches/COFA, numerous other individual operational support research reports and memoranda.

Briefings: Adjuncts to guides, manuals, and requirements directives designed to provide face to face consumer support to collection agency operational and headquarters personnel.

Evaluations: Adjunct to guides and requirement directives to assess the relationship of reporting to information needs, to evaluate the content and source of the report(s), and to present timely guidance for additional exploitation of the source.

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COLLECTION SUPPORT PUBLICATIONS
ISSUED BY DDI OFFICES

ORR

Intelligence Collection Guide. Provides substantive and operational guidance on an ORR highest priority need and normally includes requirement questions. Format is flexible, depending on the nature of the individual Guide (i.e., high priority gap statement, tailored support for collection planning, etc.)

Gaps in Information. Describes the priority and significant deficiencies in economic, geographic, and factory markings intelligence information. Provides a brief background statement (substantive or technical or both), targets, and a checklist of priority deficiencies. (The Statement of Intelligence Needs, some of which are still outstanding altho this category itself has been discontinued, followed the same format as the Gaps in Information but were pointed toward incidental collection and routine reporting.)

Collection Handbooks for Economic and Geographic Intelligence. Provides a grouping of the Gaps in Information statements for all important needs on a given geographical area or international activity into a loose-leaf, ready reference format. All the Gaps in Information statements are now being incorporated into collection handbooks.

OCI

Periodic Reporting List. States the specific information needed for current intelligence coverage of significant developments during the 4-month time period of each PRL. A separate PRL is published for each major world area.

OSI

General Requirement. A collection planning paper that defines area of OSI interest of Priority I or II importance. Provides technical and substantive background, targets, and description of major gaps.

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Excluded from automatic
downgrading and
declassification

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(OSI, cont.)

Scientific Intelligence Collection Aid. An operational support study
that identifies, [REDACTED]
areas of priority [REDACTED]

Scientific Intelligence Target Reports. A study of the physical characteristics of a target installation or institute. Purpose of the study is to facilitate access to the target.

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5 March 1962

Accountability

1. In my estimation the question of accountability involves two problems "bookkeeping" and "conscience."

2. If a requirement must be accounted for the originator and OCR, at a minimum, will keep books on it as will any requirements office in any collection agency which accepts the requirement. Somewhat beyond this point the conscience factor enters the picture. I believe the following situations can exist between collectors and their conscience:

a. "They say this is for information, not for action, but it is an accountable item. Let's get some answers, refer to the Requirement # and get a gold star." (Obviously this collector will keep books on such items.)

b. "Some character sent me an accountable item but it isn't for action. That's headquarters for you! Shall we put it in the classified trash or that bottom drawer?"

c. "Guess we got this for action because it's a priority subject. We have no potential but we had better note it and keep it in an active file. You never can tell!"

d. "It has been sent for action, it is high priority, obviously they have meager information. However, the writer of the requirement specifies that there are several potential sources for collection. I wonder whether this requirement is new to all of them? If it is I wonder whether all of us who have it for action will be informed of successes by others, changes of emphasis, etc.?"

3. Undoubtedly there are plenty of other examples but the main objective is to point out that items which look accountable may require work and have an impact way beyond that intended. I believe that ICGWG discussions to date, coupled with my checkered career from collector-to-producer-to-collector-to-producer, embolden me to suggest a course of action. This course may oversimplify an obviously complex problem but I hope it is a framework. (In reading the following, appreciate that my terms are with benefit of terminology 25X1A paper.)

4. First of all I would identify or isolate the guidance to which I address myself as papers resulting from identification of gaps in the intelligence needed to satisfy Priority National Intelligence Objectives. Therefore, by definition, requirements exist. At this point the question arises as to whether it is possible to identify specific collectors capable of satisfying definitive requirements. The answer is that some may be

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identified but all cannot be identified. This indefinite answer is given in part because of a desire to leave no stones unturned and partially because of the fact that by the very jig-saw puzzle nature of intelligence, it is not possible to tell where a source with a tangential but significant potential may turn up. It is for the latter reason that analysts are at pains (or should be) to supply detailed background, both intelligence and technical, relating each guidance paper to a PNIO, as well as suggesting potential, general and individual sources.

5. Assuming that the producing office has done its job well, the community has a piece of paper which describes the need for information on a certain subject, suggests certain potential sources and gives a quite general idea of the types of questions to be asked. This is all intended for guidance. The ultimate desired by the producer is that collectors, using this paper as guidance, locate sources and then return to the producing office for specific questions. In other words, the producer wants everyone to recognize and understand his need for intelligence on a certain subject and then, when the collector has identified and located a source, that collector should identify the guidance paper as a reference and ask for requirements.

6. If properly understood and used, the guidance type of paper could and should go to the Headquarters offices of all

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collectors for information and consideration for action on a non-accountable basis. If any of these offices feel they have no potential they are at liberty to destroy the paper; no accountability is involved. Another office, such as the Contact Division, may decide it has a latent potential to cover most subjects and may send most of these guidance papers to the majority of its field offices. At this point the field office can tear the paper up if it wishes. The Chief already knows the PWIO's and if he can collect against them without guidance, this is up to him.

7. Obviously the foregoing makes a black and white case. It puts the onus on the producer to revise and keep his guidance up to date, on a variety of middlemen to accept or reject. It tells the collector always to look to the producer for requirements when he has a good source; if he has a guidance paper he may reference it to help the producer see which way the collector's mind is running and what he expects to get out of the source. It may also help the producer to judge whether his guidance paper was good or bad. Somewhere this neat, black and white concept breaks down. It breaks down when a collector has one shot at a source and uses the guidance paper to help him. It gets very strained when the producer tells the collector his source sounds pretty feeble or he cannot evaluate him because of a poor source description, so to use questions 1-25 in the

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guidance paper as a specific requirement is not warranted.

It might be considered to break down when guidance paper questions are used to test a source or keep a Liaison Service occupied. I do not believe any of this need be if a formula can be established along the lines given below:

- a. Guidance papers are not accountable;
- b. Reports will not show the guidance paper number on the mast head under references;
- c. Whenever a collector requests requirements, whether or not he refers to a guidance paper, he will be given an accountable, requirements number;
- d. If a producer tells a collector specific requirements are not warranted but to try questions 1-25 of guidance paper_____, this will be sent to the collector as an accountable requirement with the same validity as C;
- e. If for one shot or other reasons a collector elects to use the questions in a guidance paper, instead of asking for a specific requirement, he will include a statement (probably under source description) to the effect that guidance paper_____ was used.

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8. 7 E above is the crux of the whole system. In the first place it enables the producer to get an idea who is using his guidance papers and again, how good they are. It permits the producer a chance to suggest follow-up, specific questions or remonstrate with the collector for not asking for specific questions in the first place. If credit for responsiveness is a worry of collectors it is not a very real one for, whenever a spontaneous but worthwhile report comes in it will receive an evaluation and hopefully, follow-up questions covered by an accountable requirement #. Credit enough!

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